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TASK FORCE ON MANPOWER TRAINING AND RETRAINING

INTERIM TOPIC REPORTS

1. Seasonal Programs of Manpower Development
2. Financial Assistance for Manpower Development
3. Continuing Education in Manpower Development

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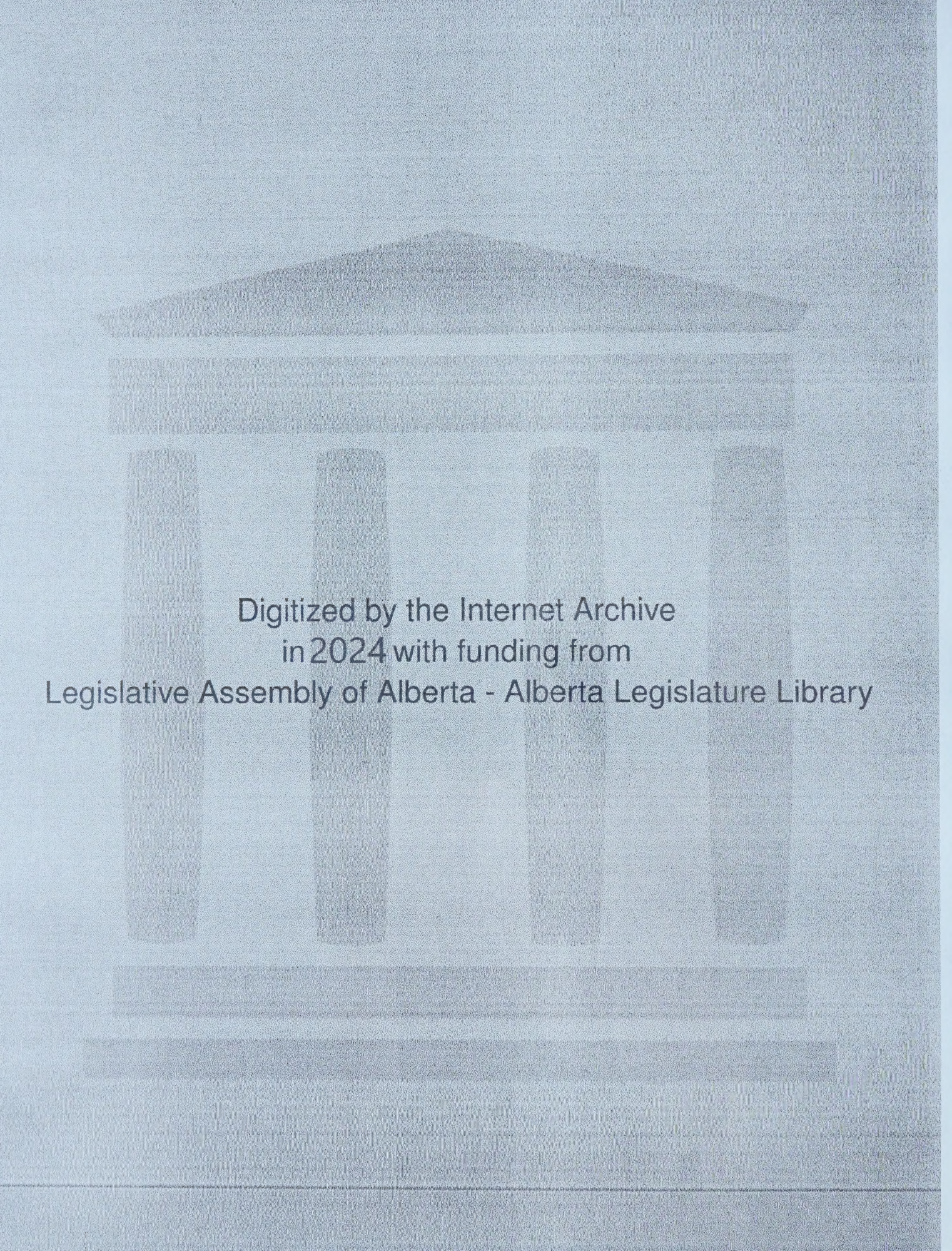
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AREAS OF TASK FORCE STUDY


1. Manpower Training and Retraining -- General Considerations
2. The Components of Manpower Development -- Training, Placement, Manpower Research, Information Dispersal and Counselling, Mobility
3. Administrative Organization for Manpower Development
4. Financial Assistance for Manpower Development
5. Federal-Provincial Considerations in Manpower Development
6. Training-in-Industry, Training-on-the-Job, Work Study and Apprenticeship
7. Continuing Education and Manpower Development
8. Manpower Development for the Disadvantaged
9. Seasonal Programs of Training

SEASONAL PROGRAMS OF MANPOWER DEVELOPMENT

Seasonal and ad hoc programs of training and employment are developed at certain times of the year or under certain extraordinary conditions, sometimes as appendices to ongoing departmental programs. Their purpose is to provide a short-term, often interim, solution through training and employment programs to such conditions as unemployment, unavailability of training courses, and inadequate manpower skill levels which surface more extensively at certain times of the year or for certain segments of the population. The implication in these arrangements is that those policies and procedures established for these programs are not ongoing efforts within regular departmental programming, but are of a short-term and terminal sense. Although programs may be extended or reviewed the next year, they do not become part of a regular public service function. Thus, individuals are mobilized for some activity at points which they might be otherwise unemployed or uninvolved in personally positive activity.

The following are some initiatives of this sort which were performed in Alberta last year:

1. The provincial Student Temporary Employment Program (STEP) and the federal Opportunities For Youth (OFY) were presented during the summer holiday months. Students were employed in ad hoc programs with the implication that these initiatives would end after the summer months.
2. Priority Employment Programs consisting of an employment program (PEP), in which programs of employment were extended and accelerated during the winter months, and the training programs (PETP), prepared during the months of January through to March for the large number of people unemployed at that time of year.



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3. The Local Initiatives Project (LIP), although not limited to a certain time of year, was initiated by the Federal Government to provide employment and project services of a short-term nature to a variety of populations with emphasis on disadvantaged groups.
4. The New Horizons Program of the federal government is designed to provide a vehicle for the aged to engage in positive ad hoc involvements.

Since this study is largely designed to deal with training and manpower development, the remainder of this paper will deal with seasonal training programs, and more specifically, the Priority Employment Training Program (PETP), initiated in Alberta last spring. (The federal Training On-the-Job Programs are regular, ongoing initiatives within the Canada Manpower Department which last winter were accelerated within Alberta and did have impact as a seasonal program. However, these were simply extensions of an existing year-round program.)

The Priority Employment Training Program, conducted by the Division of Vocational Education within the Department of Advanced Education, was initiated in 1972 to provide programs of training for individuals at that time of the year when unemployment is traditionally at its highest peak. The rationale of these course offerings was that they would present skilled training of a short-term nature in those areas where:

1. the economy would require skilled manpower and for which there was an identified shortage of personnel, and
2. where individuals, who might not be employable because of low skill levels, through enrollment in these courses would enhance their opportunities for employment.

The province was divided into two regions - northern and southern - and, drawing on the resources of the post-secondary institutions and local school boards, programs were developed and presented to the public, usually of a sixteen week nature, beginning in January and ending in April.

Allowances were paid to individuals using the regular scale of financial assistance available through the Vocational Education Division. Initially, 4,000 training places were made available in a variety of programs and in the final analysis 164 programs were presented providing 3,300 training spots throughout the province.

In order to be eligible for the PETP program individuals were required to meet the following criteria:

1. Resident in Alberta for a minimum period of twelve months. An exception to this regulation were those individuals on Health and Social Development allowance for whom the program was available but who are required to be in the province for only six months to be eligible for assistance.
2. Unemployed and actively seeking employment.
3. Out of the regular school system, both public and post-secondary, since the previous June. This was to prevent individuals dropping out of the regular institutional program to enroll in the PETP program with its more attractive financial support characteristics. This year's reaction to these conditions could be that individuals may not enroll in September, but simply wait until January in anticipation of a PETP renewal.

Positive aspects of last year's PETP program appeared to be as follows:

1. Programs and allowances were made available to individuals and groups who may not have been able to benefit from such a program at other points of the year due to employment, unavailability of programming, and/or lack of financial assistance. This was especially true for certain disadvantaged populations.
2. Provisions were made for programming at that time of year when unemployment is traditionally highest in the province.

3. Responsibility for PETP administration and planning was decentralized to the institutional level to a great extent with the Vocational Education Division providing leadership to the institutions in this programming. The result was a flexible approach to programming and procedures at the delivery level.
4. The program introduced flexibility in terms of personnel, location, consultations with industry, and financing - often an inadequate component in regular institutional functionings.

However, there were difficulties in last year's program. The following appear to be some of these:

1. The nature of the PETP program implied employability for those individuals who did register in the courses and, although the programs were established to make enrollees more employable than prior to involvement in a course, this may not have proved the case due to the following variables:
 - a. Background research on course offerings and their demand as a skill requirement in Alberta was inadequate. Some courses were simply poorly constructed - others were ill-conceived as offerings in total.
 - b. There was a lack of emphasis in other variables related to employability, i.e. life skill areas which may have been the real reason for an individual's unemployability. These might relate to such factors as personality or situational difficulties which could be dealt with in such course programs as Learning Skills, Career and Vocational Decision-Making, and Communications Skills.
 - c. Due to the late initiation and planning of the program, there was inadequate counselling and assistance in course selections for individual students.
 - d. Efforts at placement of individuals upon termination of the program fell short of requirements.

2. In certain situations PETP and seasonal programs can disrupt regular, established programming and procedures within the post-secondary institution. This was the case to some extent with discrepancies between allowances made available for PETP enrollees which were far more attractive than the financial assistance provided for those individuals who were involved in long-term programs within the institution. This inequity was further magnified in that many PETP students were attending classes in which regular students were enrolled.

This disparity in assistance may, in fact, not be warranted in that individuals in these short-term programs may immediately become very employable and obtain a reasonably high salaried position, while individuals on longer programs may not be any more employable but must go through the route of repayable loans to finance their education.

Secondly, with the initiation of the PETP program a large number of instructional personnel were required. There is the potential for some conflict of employment within the institution in this area, i.e. a determination of the extent which the institution employs outside personnel as opposed to regular staff for the PETP program.

Thirdly, there is a potential objectives conflict between PETP and the institution in the maintenance of standards in curriculum and staffing. If these difficulties are not anticipated early in the year and provisions made for a comfortable initiation of seasonal programs, a program such as PETP can end up as a second class appendage to regular programs at the institutional level.

3. There was an inadequate co-ordination of activity between the various agencies and levels of provincial and federal governments. Although these were involved in initial planning for the PETP program, in the actual administration many difficulties did occur. An example was in the granting and combining of allowances from a number of sources such as Unemployment

Insurance, Health and Social Development and Indian Affairs. Although Canada Manpower is required to consult with the provincial government in the initiation of Training On-the-Job programs, in the acceleration last winter of their program the provincial government was not adequately consulted. Consequently, communications did break down to a certain extent in the unilateral administration of both the PETP and Training On-the-Job programs. The result was that difficulties did arise in many personal cases in the combining of assistance and programming from a number of sources.

4. Administrative difficulties arose which must be ironed out, i.e. procedures relating to determining eligibility, delivery of cheques, eligibility for certificates, attendance records, payment of student fees, and other guidelines relating to the actual administration of programs which will surface at specific institutions, many somewhat unaccustomed to this type of ad hoc programming.
5. On occasion, abuse of regulations associated with the granting and administration of training allowances did occur. This was often reflected in poor effort and poor attendance by some students, leading to a general erosion of standards for certain courses. Although guidelines were established for the granting of allowances, tuitions and books, in certain cases eligibility for these allowances was more loosely administered in the PEP program than during the regular administration under the Vocational Education Division. Consequently, some members of such groups as farmers, housewives, and students of dubious eligibility were granted assistance whereas they may not have been under a more uniform administration of established allowance procedures.
6. Since the PEP program implied greater student employability upon the termination of their course, it is essential that in further offerings of the PEP program that the experience of these students somehow be monitored. This year's special PEP research, prepared for the Department of Advanced Education, was inadequate in this area in that there was no follow-up study of the placement and employment experience of individuals enrolled in last year's PEP program.

7. The PEP program also implies that programming is designed for a disadvantaged population who, because of lack of skills and through seasonal unemployment, could benefit from some type of skill training. This was not necessarily the population that was served, or should have been served exclusively in the PETP program. Consequently, in many cases, fee-paying students who might have benefited from the program but who were obviously not eligible for allowances were not granted admission due to the precedence given to individuals on allowances, some of dubious eligibility.

It is recognized that last year's PEP program was of a crash nature but in ongoing projections for PEP, rationales, principles, and procedures must be more firmly established in the presentation of this program. In fact, it might be argued that if programming is occurring properly during the year within institutions, the Vocational Education Division and under Canada Manpower Corporation, that extraordinary ad hoc and seasonal efforts should not be required in such an extensive manner, but that adjustments would simply be undertaken within regular programming at certain times of the year. The positive part of these adjustments and emphasis is that in certain situations:

1. It can reduce the number of individuals who are unemployed at a certain time and under certain conditions.
2. It can provide a vehicle through which individuals can obtain the skills and knowledge which will be both useful to themselves and the economy at that point in the year or in situations which they do occur. Consequently, ad hoc and seasonal programming is of a positive nature. The only argument may be that such an extraordinary effort may not be required. In the last year's PEP program the post-secondary institutions did react very positively in providing training programs and adjustments. This would seem to imply that adjustments could be made within regular programming.

RECOMMENDATIONS

RECOMMENDATION 1

THAT a seasonal employment training program be undertaken once again in the 1972-73 year.

RECOMMENDATION 2

THAT more emphasis on manpower requirements' research be established by the Department of Manpower and Labour well before the initiation of any program within an institution. In addition, any program recommendation by an institution should be cleared through the Manpower and Labour Department in consultation with the Division of Advanced Education, or through an inter-departmental committee (if such is established).

RECOMMENDATION 3

THAT procedures related to the granting of allowances be those which have been established by the Vocational Education Division, and that these procedures be strictly adhered to in determining the eligibility of individual students.

RECOMMENDATION 4

THAT places in all seasonal programs be made available for fee-paying and part-time students.

RECOMMENDATION 5

THAT more emphasis be placed on the placement function at the termination of these and all programs of training.

RECOMMENDATION 6

THAT courses in the life skills area such as career and vocational decision-making, personal money management, learning skills, and communication be integrated as part of all seasonal programs, keeping in mind that many individuals who are enrolled in the program may be unemployed more because of lack of personal and life skills rather than occupational skills.

RECOMMENDATION 7

THAT advisory committees consisting of academic and business representatives for curriculum planning be developed early in the planning process for seasonal programs.

RECOMMENDATION 8

THAT procedures for the granting of credit and transferability for these programs be established so that course offerings in seasonal programs are not completely separated from regular programming within institutions and programs.

RECOMMENDATION 9

THAT more adequate co-ordination of the administrative details relating to attendance, the granting of allowances, delivery of cheques, and the determining of allowance eligibility be established well before the program begins.

RECOMMENDATION 10

THAT the Department of Manpower and Labour be involved in a planning capacity for seasonal programming with actual implementation and educational programming the responsibility of the Vocational Education Division. This implies a close liaison between these two departments and the establishment of an inter-departmental committee as was the case last year.

RECOMMENDATION 11

THAT early seasonal program planning and communication to the institutions and various agencies be initiated early in the fall to prevent crash programming as was somewhat the situation last year.

RECOMMENDATION 12

THAT the administration of seasonal programs in all aspects be decentralized to the institutional delivery level as much as is possible, under the co-ordination of the Vocational Education Division. (This is illustrated in the case of payroll procedures where centralization of allowance payments led to unnecessary delays of up to one month in distribution of cheques last year.)

RECOMMENDATION 13

THAT any federal training initiative of a seasonal nature through Canada Manpower be co-ordinated with provincial seasonal programs to ensure compatibility of programming.

RECOMMENDATION 14

THAT a stronger emphasis be applied on the maintenance of standards of student achievement, attendance, and performance in order that adequate academic standards are maintained in the seasonal program, and in order that the certification granted at the termination of this course will have meaning for employment and transferability to other courses and institutions.

RECOMMENDATION 15

THAT ongoing departmental initiatives for disadvantaged groups be expanded during the year as part of regular departmental policy. This implies that the employment difficulties of disadvantaged groups should not be treated simply as seasonal difficulties, but ones which must be dealt with in a separate and more extensive ongoing manner.

Implicit in the above recommendations is the recognition of the desirability of a 1972-73 seasonal training program. But in the future, and with the progression of a more extensive manpower development capacity by the Department of Manpower and Labour, ad hoc and seasonal training programs beyond an increased availability of ongoing programming and with no change in regular allowance policy, curriculum procedure, and standards should be provided for within an integrated, ongoing manpower development program.

* * * * *

October, 1972

FINANCIAL ASSISTANCE FOR MANPOWER DEVELOPMENT

Presently, financial assistance for manpower development occurs in the following manner in Alberta:

1. Student loans, available to most students, determined essentially by need, are administered by the Students Finance Board of the Department of Advanced Education mainly for individuals enrolled in post-secondary institutions. The administration of Canada Student Loans, in supplementation with Alberta student loans, occurs within this Department. In some cases allowances are available, but this is not widely publicized nor readily available through the Board.
2. Provincial allowances for training are directly available through the Division of Vocational Education in Advanced Education for full-time programs within post-secondary institutions or within Training-in-Industry classes. Eligibility for these allowances, generally covering tuition, books, and a weekly living allowance, is established usually in conjunction with, and as a result of, rejection for Canada Manpower Corporation training allowances. Individuals eligible for this form of assistance are termed so because of identification as being educationally disadvantaged.
3. Federal allowances, allocated in a similar manner to those under Vocational Education are mainly directed through the Federal Canada Manpower Corporation. Allowances generally are somewhat larger than provincial allowances, and eligibility criteria are established by the policy of CMC.

In addition, some allowances are available through the Department of Indian Affairs, and Unemployment Insurance benefits in some cases are allowed to continue when an individual is enrolled in a post-secondary or training education sanctioned by CMC.

4. Provincially, Health and Social Development allowances, in many cases, are allowed to continue while the individual is involved in an educational program. This is often supplemented by Vocational Education assistance for transportation, tuition, books and materials, and student fees.
5. Seasonal programs of training are initiated mainly during the winter season providing large amounts of money for training in Alberta. The Priority Employment Training Program has provided this vehicle for the province and, at the Federal level, Training On-the-Job programs were expanded into the winter season. (Programs of employment such as LIP, OFY, and STEP are also initiated on a seasonal basis.)

In the case of loans, the student is expected to pay, out of his allocation, expenses for books, tuition fees, room and board, etc., but in the case of PETP, Vocational Education, and CMC allowances the sponsoring agency, in addition to providing a living allowance, will also pay for the tuition and books, and in some cases, student fees. In Training On-the-Job the CMC pays 75% of the individual's salary and 25% is paid by the employer as established by contract between Canada Manpower, the employer and the individual. TOJ arrangements are also available through the Vocational Education Division on a 50/50 support basis between the employer and the Division.

6. Scholarships are available to certain individuals, mainly on the basis of academic achievement and not generally upon criteria of financial need.
7. Assistanceship and fellowship grants are available at many post-secondary institutions for those individuals who undertake part-time employment, usually in a teaching, research, or assistant capacity to the instructional staff.
8. Individuals enrolled in apprenticeship courses, usually of a three or four year nature, are paid a salary while working under contract with an employer. Then, each year (usually six to eight weeks), the apprentice attends a training centre, usually a technical institute or community college, and

takes the theoretical portion of his program. During this period he is paid a training allowance covering his travel, room and board, and a weekly living allowance. These rates were established by agreement with Canada Manpower Corporation under the Occupational Training Act of 1967 and the provinces establish, in these situations, the number of individuals registered as apprentices and simply bill the Federal Government for allowances.

9. Individuals who are termed as vocationally disabled (emotional, mental, physical) are eligible for training allowances under the Vocational Rehabilitation agreement with the Federal Government in which costs are shared on a 50/50 basis between the federal and provincial governments. Extensive supplementary costs such as therapy, medication, and examinations are also covered under this arrangement.

In its administration, the above operations provide a variety of assistance forms for students, and by-and-large, do make available on an extensive basis education for a large population. For the student who wishes to undertake an educational program financial aid is there. However, certain inadequacies and inequities are present.

1. The present emphasis on full-time, uninterrupted programming deters enrollment of many individuals - those who already have extensive debt, those who do not wish to incur debt, and those with established financial commitments, life styles and family responsibilities. More emphasis on unitary, modular, continuing education modes of delivery may provide the only vehicle by which these individuals can develop their occupational skills.
2. The provision for loans, allowances and grants through a number of governmental jurisdictions leads to a lack of direction, abuses of assistance, and inequity between students at various institutions. Where one individual may be required to finance his education entirely

through loans, another in a similar program and with a similar personal situation may be given extensive assistance through allowances (living, tuition, books) because of this fragmentation of decision on assistance.

3. A student enrolled in a short-term program providing employable skills may receive a great deal of assistance while an individual enrolled in a long-term degree or diploma course must finance his education strictly through loans.
4. Training allowances are used more in many cases, not to increase an individual's employability, but to promote employment in a certain segment of industry. Many students, not generally eligible through their individual situation - single, no dependents - may receive extensive allowance assistance because of his choice of a certain sponsorable program. This is especially the case in CMC administration of allowances.
5. Provincial administration of student assistance is often subordinated to federal programs, especially in the area of training allowances where an individual, before becoming eligible for provincial allowance, must be rejected by CMC. In addition, programs are often presented with a priority given to CMC purchase of student places.
6. The present centralization of assistance decision-making leads to delays and discrepancies in the administration of individual applications at the institutional level. In addition, appeals regarding allotments generally returns to the same office and individual where the initial application was processed.
7. Student fees are inequitably variable between public post-secondary institutions due to extra government subsidization to some. This is especially the case at NAIT and SAIT where, although program costs are high, student fees are approximately 1/5 those in other public colleges and universities.

8. The fee-paying student is often not allowed enrollment in certain programs of study due to priority given individuals on allowances, sponsored by provincial or federal governmental departments. This was the case in the PET Program last year and is the situation in provincial Alberta Vocational Centres.

RECOMMENDATIONS

RECOMMENDATION 1

THAT grants not be used as a basis for students assistance but be replaced by a system of loans and allowances. Loans should be made readily available to all students, and allowances only on a selective need basis similar to the framework now in existence under the Division of Vocational Education.

RECOMMENDATION 2

THAT eligibility for allowances should be established through the Division of Student Finance, under the Co-ordinating Committee on Education, rather than as now through the Division of Vocational Education and the Students Assistance Board. This new Division would co-ordinate all assistance programs both of a loan and an allowance nature within one Department.

RECOMMENDATION 3

THAT administration of student finance loans and allowances be conducted at the specific educational jurisdiction (college, university, school board) with the Student Finance Division allocating lump sum appropriations to each institution for student assistance and assisting through general establishment of regulations and guidelines for administration.

RECOMMENDATION 4

THAT all Federal programs of assistance (Canada Manpower allowances, Training On-the-Job, Training-in-Industry, Apprenticeship, Vocational Rehabilitation, Indian Affairs) be co-ordinated at the provincial level through the Division of Student Finance. Within this Division a comprehensive record of ongoing allowances should be established to avoid duplication and abuses of assistance programs.

RECOMMENDATION 5

THAT the present limits of eligibility for allowances set for programs of less than one year's duration beyond basic upgrading be extended to reflect more emphasis on individual needs and programs.

RECOMMENDATION 6

THAT repayment of loans be established through agreement with the Federal Government through an income tax levy. The details would be similar to those now established for student loans, i.e. an individual, after completing a course of studies would then be required to begin repayment of his loan, but instead of directly through the Students Assistance Board, this would be done as a surcharge on income tax.

RECOMMENDATION 7

THAT repayment of loans be proportional to the ^{amount} ~~size~~ of income earned by the debtor rather than to the ^{amount} ~~size~~ of the principal (as is now the case with payment of income tax).

RECOMMENDATION 8

THAT only individuals with dependents be eligible for allowances.

RECOMMENDATION 9

THAT parental income shall not be employed as criteria for the determination of loans or allowances. This would involve the development of criteria other than family income for the determination for loans and allowances.

RECOMMENDATION 10

THAT modular learning and continuing education modes of instruction should be encouraged in order that individuals will not be forced to leave employment and incur indebtedness in order to gain education.

RECOMMENDATION 11

THAT fees be established on a uniform basis at all public post-secondary institutions. (As a priority, student fees should be increased at the technical institutes where they are inordinantly low as compared to other post-secondary institutions.)

RECOMMENDATION 12

THAT fee-paying students be eligible for all courses of a public nature equitably with those on allowance assistance.

RECOMMENDATION 13

THAT fees for non-Canadian and out-of-province students be established at a substantially higher level than is now the case.

RECOMMENDATION 14

THAT a schedule of fees be established at the senior high school and post-secondary level for those students repeating a course for the second time. Each student should be given, as they are now, the opportunity for free education within the school system and subsidy at the post-secondary level, but to a limit. There are many students now who repeat over and over again, at public expense, subjects which perhaps they should be paying for while others, often more motivated to learning, are required to attend night schools at a larger cost to themselves.

RECOMMENDATION 15

THAT the present arrangements of scholarships be retained, encouraged and expanded for those attaining high academic achievement.

RECOMMENDATION 16

THAT programs of financial counselling and personal money management instruction be prepared and presented to post-secondary students as an integral part of the student assistance process and conducted by the Student Finance Department within the institution.

RECOMMENDATION 17

THAT the present practise of selectively using training allowances to encourage training and employment in certain areas be discontinued and replaced by more emphasis on the eligibility of the student rather than his educational choice.

* * * * *

October, 1972

CONTINUING EDUCATION IN MANPOWER DEVELOPMENT

Traditionally, education has been conceived of as a preparation for life wherein an individual remains in school for a number of years, finishes his education and takes up the life of living. Now, the illusion of education being completed at any particular phase of life is no longer tenable. It is no longer a matter of going back to school but of continuing to learn.

Lifelong, Continuing, Adult, Work Study, Recurrent, and Further Education describe the process by which an individual pursues education throughout adulthood on a continuing, intermittent basis. In this paper these terms will be applied in a synonymous fashion.

The present picture of adult education is probably best described in "A White Paper on the Education of Adults in Canada", prepared by the Canadian Association for Adult Education in 1968:

"In spite of improvements it (Continuing Education) remains a patchwork of courses, schools, programs, and systems; a confusing jumble of opportunities upon which too many adults have had to stumble if they discovered it at all; an opportunistic, short-term, sporadic enterprise exploited by the nation in times of crisis and left to private and desperate chance when the emergency is past..."

and such is the situation in continuing and adult education in Alberta.

This paper will pursue much the same theme as that in the Worth Commission Report on Educational Planning - that lifelong and further education can in fact become the vehicle by which individuals throughout their lives can participate in education, training, retraining, upgrading and updating on a recurrent basis, without postponed employment, but as a process in which a flexible use of

modular units, conferences, seminars, short courses, evening classes, weekend workshops, and other arrangements of resources and facilities will serve the adult community in a total, flexible manner.

Following is a description of some of the main components of continuing and adult education in Alberta - an expression of objectives, problem areas, and recommended changes.

A. ADMINISTRATION OF LIFELONG AND CONTINUING EDUCATION

Presently, Continuing Education, at the provincial level, functions under the supervision of the Division of Continuing Education within the Department of Advanced Education, providing a co-ordinating and facilitating role between the various agencies of continuing education within regions throughout the province.

Regionally, universities, colleges, technical institutes, Alberta vocational centres, and divisions of adult education within various school boards provide the public vehicles for continuing education. In addition, a number of private agencies such as secretarial and trade schools also perform this function. Institutionally, most activities are organized within an Adult Education, Extension, Continuing Education, or Community Services Division, with most institutions now moving to more extended use of facilities beyond the regular school day. Consequently we now see increasing utility of facilities, resources and curriculum beyond the regular school day into weekends, summers, and evenings. Precedence, however, for facility use is still invariably given to the regular day program.

Many educators advocate co-ordinating programs of the various institutions to eliminate gaps and duplications in course offerings. However, the free enterprise atmosphere which prevails at present, with course offerings left to the discretion of the various institutions, has some real

advantages. First, it extends the arena of choices for the individual, not only in terms of subject matter, but also in terms of the place he wishes to learn. Secondly, it enlists the support of more groups of people and uses a wider spectrum of educational resources than might be the case with a rigid co-ordination of services. There is no reason to believe that such duplication of course offerings as does exist is necessarily harmful so long as each institution's course is attractive to students and there is no excessive draw on the public purse. If students cease to enroll in such courses, they are dropped.

Nor should there be a strict elimination of the responsibility of each institution. Each ought to have its distinctive emphasis as now occurs - for instance, in Calgary the University of Calgary Continuing Education Division sees its major role as a provision of offerings for university graduates in the professions. The Public School Board is more active in the area of leisure training. Such emphases are beneficial and, if a rigid co-ordination were established, the present spirit of entrepreneurship may not prevail.

There should, however, be co-ordination in the provision of continuing education programs for those areas of the population and of the province which are not now served in a sufficient manner. Co-ordination could work to eliminate gaps in course offerings, share new insights among the institutions, and arrange their co-operation in projects such as has been undertaken recently in a provision of services in the Drumheller community by SAIT and Mount Royal College.

Specifically, the following is a delineation of certain concerns and recommendations for the various jurisdictions beginning from the provincial through to the local level:

1. Provincial: At this level, education offerings in a continuing sense are provided through a number of agencies:

- a. The Division of Continuing Education under the Department of Advanced Education provides for the co-ordination of further education activities throughout the province by the establishment of Regional Councils and encouragement of joint advertising of offerings, especially in the two metropolitan centres of Calgary and Edmonton where Continuing Education Councils have been established to facilitate co-operative programming.
- b. The Division of Vocational Education within Advanced Education develops largely programs of an industrial, training on-the-job nature for implementation within an industrial or agricultural setting. In addition, they are involved with the sponsorship and programming for a number of disadvantaged groups - an example, the co-ordination of the Priority Employment Training Program for the province last winter.
- c. The Colleges and Universities Commission provides a basic administrative funding for activities to be carried on within the various institutions within the province.

These divisions unite, along with various school boards through the province and a number of private associations, within the Alberta Association of Continuing Education, acting as the professional association for continuing education personnel in the province.

The Worth Commission has recommended the establishment of a separate Division of Further Education replacing the present Vocational Education Division, with the role of facilitating, co-ordinating, and establishing recurrent education within the province. There appears to be general agreement with the concept of lifelong learning and the extension of educational activities to all age groups as expressed in the Commission Report. However, the creation of a separate Division of Further Education may over-organize an activity which functions best within a flexible framework where maximum benefits accrue by

emphasis at the local level in a co-ordination of resources, personnel and facilities. Major expenditures are not involved in this development of a philosophy of continuing education although some incentive funding would assist its facilitation, especially in the development of the administrative, research and curriculum development aspects of adult education activities in jurisdictions throughout the province and channelled through the Division of Continuing Education.

In addition, administrative decisions must allow for a co-ordination of Continuing Education activities, as described above, with the very extensive, historic achievements in adult education within various public school divisions within the jurisdiction of the Department of Education.

RECOMMENDATION 1

- THAT the Division of Continuing Education, under the jurisdiction of the*
- * Co-ordinating Committee of the two Departments of Education be retained with its role being that of facilitation, co-ordination, research, and allocation of funding within adult and continuing education jurisdictions.*

Nowhere is the impoverishment of continuing education programming more evident than within the rural areas of our province. Some services have been provided as satellite activities by existing community colleges, Alberta vocational centres, technical institutes, and universities, but to no great extent. In large, there are no standard procedures by which a total education program can be delivered to the adult community in all parts of the province. The most ambitious initiatives to date have occurred through the Extension Division of the Department of Agriculture in providing a number of programs in

co-ordination with the Canada Manpower Corporation and the Vocational Education Division for certain parts of the agricultural community, but not in a uniform manner.

One of the major difficulties that now exists is that, when the Division of Vocational Education, the Continuing Education Departments of community colleges and other post-secondary institutions, and the provincial Continuing Education Division do want to establish educational offerings, there is no effective liaison or identification with the needs of a particular community outside those now served by post-secondary institutions. Consequently, some standard administrative structure is required to expand educational opportunities to all parts of the province. A program involving Regional Education Councils, Learning Resources Centres, the Alberta Academy, and expansion of educational television could provide this framework.

RECOMMENDATION 2

* *THAT Regional Education Councils be established within all areas of the province, through facilitation of the Division of Continuing Education, and consisting of representatives of existing school systems; industry; business; continuing education divisions of those universities, colleges, vocational centres, and technical institutes serving that locale; the Vocational Education Division; the Department of Agriculture; Canada Manpower Corporation; and other agencies educationally active within that region.*

RECOMMENDATION 3

THAT local school boards, community colleges, technical institutes and universities be encouraged to actively increase continuing education opportunities in areas outside their immediate campus jurisdiction.

At present, most continuing education activities are carried on in an autonomous, competitive manner with various communities. The Division of Continuing Education, through co-operation with various institutions, both private and public, could provide a more co-ordinated offering of adult education, especially in the metropolitan centres. The Ontario example might be followed where Councils of Adult Education have been established and courses, although not planned within the council, are at least offered with the joint publishing of an annual description of courses. This type of co-ordination would exist mainly in the metropolitan areas, whereas in rural areas the establishment of a Regional Education Council would facilitate the drawing of resources from the larger metropolitan centres in addition to those existing within that particular region. It would also provide an administrative body through which the Divisions of Vocational Education and Continuing Education and the various post-secondary institutions could approach and function in providing satellite activities within various regions of the province.

RECOMMENDATION 4

THAT the Alberta Academy be developed, chartered as a community college, and administered as a member of a Colleges Co-ordinating Council to prepare and present:

- a. Programs of study for use by educational television, correspondence and other vehicles of learning resources.*
- b. Testing and evaluation instruments.*
- c. Accreditation and certification services for those educational activities packaged and drawn from a number of sources - travel, courses from other institutions, correspondence, educational television and a variety of presently non-creditable experiences.*
- d. Assistance in the development of Learning Resources Centres throughout the province in co-ordination with Regional Education Councils and the Learning Resources Division of the Co-ordinating Committee of the two Departments of Education.*

RECOMMENDATION 5

THAT a more expanded educational television activity (recommended by the Worth Commission, and termed ACCESS) be developed within the Learning Resources Division serving under the Co-ordinating Committee of the two Departments of Education.

RECOMMENDATION 6

THAT satellite educational activities be developed using the resources and
* bases of existing community colleges, Alberta vocational centres, universities, technical institutes within the rural areas of our province and co-ordinated through individual Regional Education Councils.

RECOMMENDATION 7

THAT agricultural educational programming, now performed in various parts of the province, be transferred to the Division of Vocational Education and channelled through the direction of Regional Education Councils.

RECOMMENDATION 8

THAT Learning Resources Centres be structured, under direction of Regional Education Councils, to provide the physical facility for such activities as adult day courses, satellite course activities from post-secondary institutions, educational television and Alberta Academy offerings, and to provide a regional centre for the housing of such learning resources as libraries, audio visual and computer materials.

RECOMMENDATION 9

THAT the Banff Centre be more extensively utilized as a facility for live-in, short-term educational programming with priority given to programs presented by members of the Advanced Education Division. In the near future another centre similar to that at Banff may be required at some other location in the province.

2. Local Jurisdictions: At present there is little local co-ordination between institutions; programs; and professional, occupational, volunteer, and private groups in the province outside those Continuing Education Councils in some parts of Alberta. If gaps in programming are to be eliminated, these co-ordinations must be established, involving both public and private concerns in a planning and implementation co-operation. Operationally, this could provide more in-institution and outreach flexibility.

As an example, Adult Day courses may be required in a certain area. By drawing from resources of school systems, post-secondary institutions, and private participants a Regional Education Council could develop this type of activity.

But more administrative flexibility is also required within individual educational jurisdictions. Most now initiate continuing education activities only as an extension of regular day programs within a rigid policy framework involving utilization of staff, facility, and other resources. This second-best treatment is often reflected in its programming and excellence is approach, more through the initiative, imagination and entrepreneurship of individuals, than the institution and its policies.

More provisions are required for those individuals who cannot fall within the regular operation of campuses - on weekends, evenings, summers, and other irregular periods of time.

Undoubtedly this flexibility would create problems for institutions involved in offering courses in this manner. But these can be overcome by imaginative program development and recognition of the fact that it is the purpose of educational agencies to serve students - not the other way around. To date, most programs in lifelong education have evolved as appendages of educational aims and objectives tailored primarily for a younger clientele. With a recognition of lifelong learning this emphasis must be adjusted.

There have been some offerings in recent years, primarily through the Occupational Training Act of 1967, which have tended to dictate particular forms of lifelong administration, especially within the Alberta vocational centres. This has been extended to communities throughout the province by their application of arrangements with Canada Manpower and the Division of Vocational Education. In many cases, local and institutional policies have been subordinated to central program decisions, often to the disadvantage of total programming for that area or agency. As an example, Alberta vocational centres may give priority for admission to students sponsored and chosen by outside agencies while fee-paying individuals are admitted only as space will allow. A certain industry, requiring a certain type of worker, may find vacancies filled from other parts of the province while local potential trainees remain unemployed. Local authority within institutions and through Regional Education Councils can prevent these shortcomings.

RECOMMENDATION 10

THAT all post-secondary institutions strive for the maximum possible flexibility in timetabling to accommodate at all times of the day, week and year a larger number of students on a continuing education basis.

RECOMMENDATION 11

THAT adult, educational day activities as required be established under the direction of Regional Education Councils (probably in the same area as a Learning Resources Centre) drawing from the resources and staff of community colleges, school boards, and other post-secondary and private agencies.

RECOMMENDATION 12

THAT professional, occupational, trade and volunteer community associations be more actively involved in the development and presentation of continuing education activities, in addition to more extensive assistance to these groups in the development and presentation of their programs.

RECOMMENDATION 13

THAT the private sector be recognized, consulted and utilized in the presentation of supplementary or replacement educational services (largely on a contract basis). These may supplement or compete in a co-ordinated manner with those programs offered in the public sphere. Groups involved are:

- a. Existing private agencies such as colleges, beauty and barber schools, secretarial and church groups.*
- b. Private, volunteer and business organizations, and associations.*
- c. Resource individuals outside the public staff sector.*

B. RESOURCES IN LIFELONG AND CONTINUING EDUCATION

The following are generally characteristic of operations and employment of resources in this field:

1. Most activities in continuing education at this time are restricted to the utilization of campus facilities and resources, which often provide only regular classroom types of experiences. Although there have been some innovations of late in which satellite activities have been offered off-campus in a more flexible manner, by and large the concept of place for continuing education is still a rather inflexible one.
2. The main vehicle for continuing and lifelong education is short course work, usually offered at night. In addition, conferences, seminars, institutes, workshops, correspondence, and educational television are utilized to a limited degree.
3. Philosophy of offerings in continuing education are basically on a supply and demand, pay-as-you-go basis, not within an integrated philosophy of education, but simply as the traffic will bear. Consequently if an individual or association should request a course it would probably be offered and an instructor hired to present it. If a certain minimum registration was reached the course would be offered; if not, it would be eliminated.
4. Generally there is a poor utilization of total campus facilities. The ivory tower complex still does operate to the extent that facility is scheduled on a supply-and-demand basis and only as a supplement to the regular day program. Outside the metropolitan centres of Calgary, Edmonton, Medicine Hat, Red Deer and Lethbridge, there is generally a poor offering of continuing and lifelong education with poor facilities for community use and limited support resources, such as libraries, educational television and audio-visual materials.

5. The personnel employed as instructors in continuing education are generally staff members from the day program. Some initiative has been carried on in the use of resource personnel from outside the institution itself but no developments are occurring in establishing programs for training people specifically as instructors for continuing education.
6. At present it is difficult for the individual to obtain information about continuing education programs. To find the right courses of study he must contact each institution, often with his efforts meeting an inadequate response. Provision for vocational counselling is a gap, especially for the individual who has not yet made his career choice. Counsellors are available at most institutions but are often knowledgeable largely about credit programs within that institution and, more specifically, its day program. In fact, there is at present no one place in the province where the individual can obtain comprehensive information about all opportunities and can receive vocational counselling uncommitted to any particular agency of education.
7. Although the resources, facilities and staff are available for continuing education, the day, credit program is given first priority and what is left is then allocated to continuing education.
8. Facilities at present are designed mainly for the development of classroom courses and very little is available for live-in conferences, seminars, workshops, and short courses outside the regular day program.
9. Most media resources now used are those which have been developed for reading - books, periodicals, journals. However, more emphasis on educational television, computer-assisted learning, and other audio-visual components are not adding to the resource package available for education.

RECOMMENDATION 14

THAT regular college program use of facilities outside the regular day program be expanded, with continuing education programming established in a more flexible manner throughout the day, week and year.

RECOMMENDATION 15

THAT local jurisdictions be encouraged to initiate a community school
** concept for a more extensive use of public school educational facilities.*

RECOMMENDATION 16

THAT more extensive flexibility in the ad hoc use of personnel outside the institutional staff for both instructional planning and administrative functions be initiated.

RECOMMENDATION 17

THAT facilities be expanded for live-in conferences, seminars, workshops, and short courses.

RECOMMENDATION 18

THAT more flexible concepts in the choice of educational facilities be initiated so that courses may be offered outside the regular campus within industry, senior citizens' homes, gaols, rehabilitation centres.

RECOMMENDATION 19

THAT post-secondary institutions be encouraged to prepare media packages of instruction in conjunction with the Learning Resources Division under the Co-ordinating Committee of the two Departments of Education.

C. CONTENT OF LIFELONG AND CONTINUING EDUCATION

Most courses now offered in continuing education are on one of two bases. First, credit courses are simply extended from the regular day program often within a Division of Extension. (This is especially the method used at the universities.)

The second is that offered most often through continuing education - non-credit short courses, conferences, seminars, workshops, and institutes. In some cases credit is granted within this Division, such as in the Priority Employment Training Program where some short unit courses were offered with credit towards a certificate or diploma, but this is not common. Actual content of continuing education courses ranges as follows:

1. Recreational and personal enrichment.
2. Basic education courses creditable generally towards a high school diploma.
3. Updating and retraining courses for professional, occupational and volunteer groups usually designed specifically around their needs.

But in general, there is no real institutional philosophy of continuing education and community services in practice. Most offerings are, as earlier stated, of a rather patchwork nature.

The present system of day programming also acts very much to the disadvantage of those individuals who want to undertake learning on a

part-time or recurrent basis. Most programs of study are organized as certificates, diplomas, or degrees which are granted generally after full-time attendance in a course. This is the case from the apprenticeship level where apprentices must leave their job for six to eight weeks per year, through to the professional level where such professions as law and medicine are not certified until the completion of extensive full-time studies. During this period the individual is placed in a serf-life position with little choice other than to accept lump-like offerings of training and career preparation. In addition, there is very little opportunity for individuals to package their own program of learning and career preparation. Most courses are offered as package programs within specific institutions with very little recognition of transferability of courses from one to the other.

Many courses are too extensively vocational. For example, this is reflected through Canada Manpower purchase programs where courses are packaged to provide vocational skills. Those areas not identified as vocational are not allowed within these programs. Consequently, supplementary areas (often termed as Life Skills education) which would assist an individual to become employable, are not available to him.

RECOMMENDATION 20

- THAT community colleges, school boards, and other education institutions*
- * be encouraged to develop an institutional philosophy of Continuing Education and Community Services wherein responsibility for educational programming for a more total community population is accepted.*

RECOMMENDATION 21

THAT educational jurisdictions be encouraged to utilize smaller, modular educational courses and units for implementation in a variety of settings and employing a variety of personnel and facility resources.

RECOMMENDATION 22

THAT more provision be implemented in existing institutional programs for part-time study within programs, and as extensions of existing programs.

RECOMMENDATION 23

THAT co-ordinative programs for basic education be offered between school boards, colleges, and other education agencies through Regional Education Councils.

RECOMMENDATION 24

THAT procedures for transferability of courses of study from one institution to another be implemented.

RECOMMENDATION 25

THAT a more extensive presentation of Life Skills programming be encouraged within all programs of continuing education involving such areas as personal money management, family relationships and parenthood, learning skills, career and vocational decision-making, leisure time utilization, effective interpersonal relationships, and communications skills.

D. FINANCING OF LIFELONG AND CONTINUING EDUCATION

Generally, lifelong and continuing education is not funded in any consistent manner. Courses are expected to carry their own weight through the charging of fees, with only a small staff of administration and secretarial help attached to the Division and publicly funded. Moreover, there is little co-ordination of funding with the regular day program to

the extent that any profit realized within the Continuing Education Division is immediately, or at the end of the year, funneled into general revenues of the institution. This to a great extent presents a regressive note to continuing education programming in that programs, if they must pay their own way, cannot be provided for groups of people who cannot afford them. Disadvantaged groups such as the aged, women-on-welfare, the unemployed, will then be given last priority in programming. In some jurisdictions the Robin Hood principle does operate where activities such as conferences may gather a fair amount of profit and, as long as course offerings are prepared within that budget year for disadvantaged groups, then they can be offered. Very often this does not occur and at the end of the year we often see extensive expenditures on conferences, travel and other staff activities which might have been better utilized for program subsidization for these groups.

In addition, candidates and students for continuing education programs do not have available to them adequate financial assistance. (The exception occurs wherein students who do go to the adult day program, mainly at the vocational centres and in some cases at colleges and technical institutes, have available to them through Canada Manpower or the Vocational Education Division of Advanced Education various forms of allowances and sponsorship programs. But these are restricted to those individuals who are termed as requiring assistance to continue with a basic education or some form of education which will vocationally place them on a work force.)

The part-time student may enroll in only one or two courses per term, a must more costly procedure than if he had enrolled in a full course load. For example, the present fee at the University of Calgary for a part-time student in arts and science or education is \$135.00 per course, but a full-time student in the same under graduate faculties can take five courses for \$400.00 or \$80.00 per course. Thus, costs are to a part-time student somewhat prohibitive.

RECOMMENDATION 26

- THAT a co-ordinated system for the financing of lifelong and continuing*
- * education be developed, administered by the Division of Continuing Education, wherein fee payment will continue to support the majority of programs but where a more expanded administrative, developmental, and research staff can be employed in this area.*

RECOMMENDATION 27

- THAT provisions be established for budgetary changes wherein profits*
- * incurred within jurisdictional divisions of Continuing Education would remain within that Division so that course programs may be more adequately developed from year to year, allowing the inclusion of programming for groups which may require subsidization. At the very least budgets should be established on a longer term basis.*

RECOMMENDATION 28

THAT financial assistance be provided for the establishment of satellite educational community services facilities and activities.

RECOMMENDATION 29

THAT financial assistance and fee schedules for part-time study be established in an equitable manner with full-time study.

E. RESEARCH AND DEVELOPMENT IN LIFELONG AND CONTINUING EDUCATION

At present, programs of continuing education are developed in a rather haphazard manner. Courses are offered and, if enough individuals register for the program, then the program is offered; if not, it is eliminated. Outside a certain amount of communication with professions, occupational groups and volunteer associations, most programming is done on a rather sporadic guess-work basis with no real complete knowledge of the total educational needs of the adult community other than on a trial-and-error, hit-and-miss basis.

The educational system in Alberta has developed as a youth-centered system and by far the larger proportion of time, energy and resources have been expended on the education of children and young adults. Continuing Education programs are conceived as an adjunct to these youth-oriented programs - a sort of appendage to the main business of education. Consequently, methods and materials are often transferred unchanged from day-time classes of children and young people to evening classes of part-time adult students for whom they are often painfully unsuited.

Educators devote their best research efforts to the instruction of children with very little attention to the problems of adult learners. Nor is much effort made to research the motivations and goals of the adult student to find ways of expanding and extending the system of continuing education to enable adult learners to share in the direction of their education.

There is also little integrated effort in the development of interest in continuing education. Institutions handle largely their own publicity consisting primarily of advertisement of course offerings in local newspapers.

A concentrated effort must be made to market continuing education as a package. This can be done through the Division of Continuing Education at the provincial level. But publicity at the local level can also become

more co-ordinated. This has been done to a great extent in the metropolitan centres of Edmonton and Calgary where all institutions of continuing education have together developed a catalogue of courses to be distributed in a tabeloid form to their respective citizenry. Television and radio advertising has not been used extensively, being more expensive; consequently, newspapers and brochures have been the usual means of publicizing institutional offerings.

RECOMMENDATION 30

THAT a full-scale study, and development of a monitoring system, of the total educational needs of the adult community throughout the province be commissioned by the Division of Continuing Education, in co-ordination with the Division of Continuing Education, and in consultation with the Departments of Education, Manpower and Labour, and the Division of Research and Development.

RECOMMENDATION 31

THAT a catalogue of courses and programs be provided throughout the province, developed on an annual basis by the Division on Continuing Education and co-ordinated through Regional Education Councils, and that local jurisdictions be encouraged to prepare joint advertising programs within their region.

RECOMMENDATION 32

THAT a variety of involvements be implemented through ad hoc and advisory committees of professional, occupational and volunteer groups in the development of programs and courses.

RECOMMENDATION 33

THAT masters and doctoral operational research be encouraged in the field of continuing education, in many cases constructed through the Research and Development Division of the Co-ordinating Committee of the two Departments of Education.

RECOMMENDATION 34

THAT Divisions of Continuing Education be developed within University Faculties of Education so that the teaching staff necessary for an extension in this area will be available.

F. PROVISIONS FOR DISADVANTAGED GROUPS WITHIN LIFELONG AND CONTINUING EDUCATION

There are inadequate educational opportunities and offerings for disadvantaged groups in Alberta - the imprisoned, physically disabled, women, residents of rural areas, the aged, emotionally institutionalized, socially incapable, immigrants, the retarded, underemployed workers unable to gain sabbatical or work study release time, the unemployed and various ethnic groups such as the Indians and Metis. Many of these may not qualify for financial assistance, may encounter difficulty in attending classes at the regular facility or institution, or may have difficulty taking advantage of continuing education due to the fee-paying nature of these programs.

An example is in the case of women where it is difficult for the housewife-mother to upgrade or retain her job skills with the certainty that her children are getting high standard care - care which would alleviate the problem of many mature women who, when their families are grown, wish to enter the job market but either have no skills or obsolete skills.

But there is a much more important aspect to the continuing education of women. A positive correlation has been established between the level of educational attainment achieved by children and the educational level achieved by mothers. In fact, the mother's education is probably more important than that of the father in the formation of the child's view of the importance of learning. If we are ever to establish a learning society, we must reach the mothers of families and encourage them to upgrade their education. The provision of free child care would be a powerful inducement. Many a housewife suffers from boredom and isolation from adult company during the day and hungers for social experiences. If a choice were presented between going bowling and paying for child care, or attending classes with child care centres, many women would opt for the latter. By introducing women to continuing education programs we take a large step towards upgrading their potential contributions and, through them, improving the educational levels attained by their children.

This is only one of many groups which find themselves educationally disadvantaged in our society and the educational component is only one of a number of variables we must deal with.

RECOMMENDATION 35

THAT educational programs be more extensively developed and subsidized for disadvantaged groups in Alberta.

RECOMMENDATION 36

THAT more adequate satellite extensions in educational programming be initiated within the home locale of disadvantaged groups (prisons, Senior Citizens Homes, rural centres, rehabilitation centres).

RECOMMENDATION 37

THAT high-standard day-care centres be established at all adult educational institutions to allow mothers to attend day courses either on a part or full-time basis.

RECOMMENDATION 38

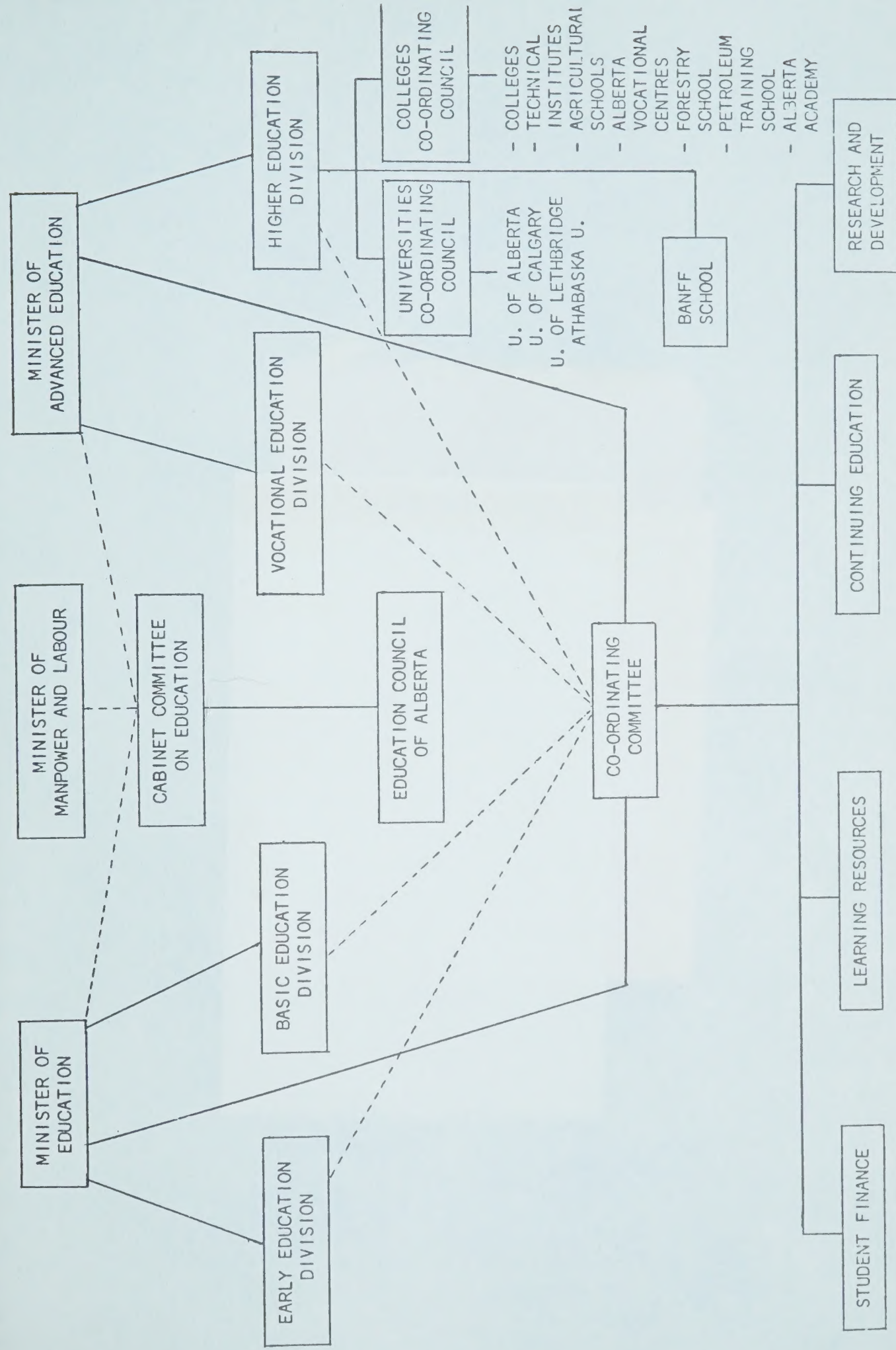
THAT rights and incentives for work-study, sabbatical, and other conditions for employee part-time study be encouraged by legislation and/or bargaining procedures.

It is hoped that these recommendations would set the stage for a flexible, co-ordinated approach to Lifelong and Continuing Education wherein *all* Alberta citizens can benefit from recurrent and continuous learning.

(NOTE: * RECOMMENDED FOR PRIORITY IMPLEMENTATION)

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